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Public Social Services At Panti Sosial Tresna Werdha “Gau Mabaji”, District of Gowa, Province of South Sulawesi, Indonesia

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Abstract

This research aims to analyse good and quality public social services for older people. This descriptive qualitative research was conducted at Panti Sosial Tresna Werdha (PSTW) Gau Mabaji/social services center for aging. The informants of this research are the management part, social worker, social workers, family, and clients. Used instrument were questionnaire, interview guide and limited participatory observation. Data were analyzed with deeply descriptive qualitative. The result of this research shows that high social public services seem within social services and rehabilitation processes namely: responsibility, assurance, and empathy of chief of centre, social worker are mostly very high.

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Keywords: bureaucracy culture; caring center; management; older people; public services.

1. Introduction

Social welfare development in Indonesia is a manifestation of nation's effort to achieve goals, which mandated by the Constitution of the Republic of Indonesia Year 1945, namely to protect all Indonesian citizens, to improve the commonweal, to educate the nation, and to participate in establishment of world order that based on independence, lasting peace, and social justice. In Act No.11 of 2009 on Social Welfare, chapter 1 general provision article 1.2 states

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that “Implementation of social welfare is the effort directed, integrated, and sustained by the government, local governments, and communities in the form of social services in order to meet the basic needs of every citizen, which includes social rehabilitation, social security, social empowerment, and social protection”.

A Demographic revolution is underway in the world. Currently, there are 600 million people all around the globe aged 60 years and over (World Health Organisation, 2004). The Act No.13 of 1998 on Elderly Welfare describes explicitly that elderly is someone who has reached aged 60 years and over.

Indonesia ranks fourth in the world after China, India, and Japan, in the context of older adult population. To date, Indonesia’s population structure goes to the aging process which is characterized by the rise of number and proportion of older adults. This number has been significantly increased as it was noted 16.80 million and 18.96 million elderly in 2005 and 2007 respectively. This number reached 19.32 million people in 2009 and it is expected to be 28 million elderly in 2020 (BPS and the Ministry of Social Affair, 2009).

Social service elderly quality is implemented through service provision both in the nature of operational (institution and communities-base) and coordinative. Communities-based social service is based on the community value of inappropriateness to send elderly to nursing home. Moreover, it is influenced by the government’s and communities’ limitation to carry out system service on institution-based (the Ministry of Social Affair, 2009).

The UN Resolution 46/91 for Older Person points out older adult’s rights and obligation that encompasses autonomy, participation, service, self fulfillment, and dignity. It also embraces 12 value principles ranging from delivering service that upholds dignity to creation of familial life atmosphere towards older adults at nursing home.

In addressing elderly issues, the government has issued Act No.13 of 1998 on Elderly Welfare, article 11 highlights that “an efforts to improve social welfare for the elderly potential include: employment services; educational services; assistance to use of the facility; public facilities and infrastructure accessibility, as well; provision of facilities in service and legal aid and social assistance”

Therefore, public service of social field at PSTW “Gau Mabaji” Gowa formulates the problems as follows: 1) How is the overview of public service of social field at Panti Sosial Tresna Werdha (PSTW) “Gau Mabaji” District Gowa South Sulawesi Province?, 2) To what extent the public service of social field considered excellent at Panti Sosial Tresna Werdha (PSTW) “Gau Mabaji” District Gowa South Sulawesi Province?, and 3) What factors that support and impede public service of social field at Panti Sosial Tresna Werdha (PSTW) “Gau Mabaji” District Gowa South Sulawesi Province?.

2. Basic Concept of Public Administration

Various administration literatures state that the word “administration” derived etymology from Latin language, *ad+ministrare*. “Ad” refers to intensive and “Ministrate” suggests to serve, to help, and to fulfil. By this, the main role of administrator is to provide excellent service “Prima” in the real meaning not in contrary, to receive service (Usman, 2008:1). Usman explained excellent service as “P” (words) that is courteous, polite, friendly, easy to communicate, easy to understand, consistent with attitude. “R” (confidentiality) is assurance of service confidentiality. “I” (information) encompasses namely the extension easily heard and understood clearly, objective, valid, reliable, comprehensive, complete, and up to date. “M” (easy) has a meaning of readiness to serve, easy to contact, easy to meet, easy to be commanded. “A” (expert) means that it has to be done by people who has competency.

The Liang Gie (1993:9) defined the administration of a series of activities to the work carried out by a group of people in cooperation achieve certain goals. Dimock & Dimock (1992:20) argued that administration as a study of what people desired through the government and how to achieve it. Administration also considers concrete aspects of management methods and procedures. Simon (1993:3) explained administration as a whole process of cooperation between two persons or over which is based on particular rationality to achieve predetermined goals.

Sinambela (2008:5) stated that “Public” comes from English language that refers to public, community, and state. In the context of administration, the term of “state” and “public” has been overlapping where many people translate “state” as state administration which equal to public administration. Moreover, in the history of administration birth in Indonesia, state administration is official term that precedes public administration. Public is a collective of people who share thought, emotion, hope, attitude, and actions that correct and whether based on values and norms that they have (Syafi’ie, 1999: 18).

Fredericson (1997:46) described the concept of public in five perspectives, namely (1) public as interest group which is a manifestation of group interaction with the public interest group, (2) public as rational voters, as community

consists individuals who try to meet their needs and own interest, (3) public as representative of public interest, that represented by “voice”, (4) public as consument, where people demand bureaucracy service so that their position are considered as a public, (5) public as citizens for public participation as participation in the whole process of implementation of the government as something important.

Chandler and Palto (1998: 29-30) stated that public administration is a process where resources and personnel are organized and coordinated to formulate, implement, and manage any decisions in public policy. Furthermore, public administration as art and science are purposely to manage public affairs and to carry out various tasks which have been set.

3. Research Methodology

This research is descriptive qualitative study which is facilitated by quantitative research (mix method), to describe public service of social field, public service of social field quality which appear within the service process, as well as support and impede factors over public service of social field at Panti Sosial Tresna Werdha (PSTW) “Gau Mabaji” District Gowa South Sulawesi Province.

4. Findings

The findings of the good public service of social field and quality characteristic at Panti Sosial Tresna Werdha (PSTW) “Gau Mabaji” encompasses several aspects that are, 1) participation, 2) legal certainty, 3) transparency, 4) responsivity, 5) effectiveness and efficiency, 6) accountability.

4.1. Participation

Table 1 reveals 93.2 percent (the answer is very active, active, and fairly active) participation of head of PSTW, functional officials of social worker, clients’ relatives, and clients in budgeting planning, while 6.6 percent inactive. The head of PSTW, functional officials of social worker, clients’ relatives, and clients’ participation in activity implementation such as institution infrastructure development reach 86.5 percent (the answer is very active, active, and fairly active). In contrast, there is 13.3 percent inactive. Respondent participation in a meeting to determine activity attain 100 percent (the answer is very active, active, and fairly active). Participation of the head of PSTW, functional officials of social worker, clients’ relatives, and clients on composing report or monitoring reach 93.3 percent (the answer is very active, active, and fairly active), while there is only 6.6 inactive. The average of four questions or statements (the answer is very active, active, and fairly active) shows 94.1 percent with participation average points out 92.7 percent.

Table 1. Participation (N=15)

Questions/Statements	Answer (f and %)			
	SA	A	CA	TA
How is your involvement in budget planning at PSTW?	4 26,6	9 60	1 6,6	1 6,6
How is your involvement in implementation of activities at PSTW such as PSTW development?	4 26,6	7 46,6	2 13,3	2 13,3
How is your involvement in the meetings of the determination of a service activity and social rehabilitation at PSTW?	7 4,66	7 46,6	1 6,6	0 0
How is your involvement in composing report or supervision at PSTW?	4 26,6	8 53,3	2 13,3	1 6,6

In fact, the functional officials of social worker and community member participation have ‘more than enough’. Although out of working hours, the functional officials of social worker are still willing to contribute time, energy,

and their thoughts in the service and institution development. This is due to in general they are aware of the rewards they will receive with their performance benefits, which they feel for the needs of living cost, which is considered adequate than ever before.

As a matter of fact, PSTW “Gau Mabaji” Gowa clients and community members’ participation are not temporary participaton; this is dynamic and sustainable. Therefore, participation reaches a long time whether clients and community members show their involvement toward nursing home.

An assessment of the development outcome in the field of public service of social field, particularly social service and social rehabilitation for elderly, is colored by people’s perspectives, which generally gives high assessment to the outcome, while others are more concerned with the process. Both assessments separately later create criticism and community dissatisfaction as stakeholders. Certainty, combination assessment of process and outcome of public service of social field, assessment of development on public service of social field does not ignore process and intangible result, which is unrealistic, spiritual development, is no exception with community involvement by not always with the material view but also with non material.

4.2. Legal Certainty

Table 2 presents aproximately 100 percent (the answer is very active, active, and fairly active), institution effort to provide understanding about various regulations in institution toward all parties. Law enforcement in institution such as fund allocation from APBN, free services, staffs and functional officials of social worker workload, code of conduct of institution gains 100 percent (the answer is very active, active, and fairly active).

Table 2. Legal Certainty (N=15)

Questions/Statements	Answer (f and %)			
	ST	T	CT	R
How does PSTW effort to provide understanding on various regulations to all parties?	4 26,6	6 40	1 6,6	0 0
What do you think about regulatory enforcement in PSTW such as fund allocation, staffs workload, and code of conduct?	10 66,6	3 26,6	2 13,3	0 0
How does the fact of 'equal treatment and fair' to the welfare of the head of PSTW, social worker, staffs, contract staff, and clients?	9 60	4 26,6	1 6,6	1 6,6
How does the fact of 'equal and fair' for example in the committee in PSTW, and the division of honor?	9 60	4 26,6	1 6,6	1 6,6
How does the fact of 'equal and fair' in the application of sanctions in PSTW?	0 0	8 53,3	4 26,6	2 13,3

Information : ST (very high); T (high); CT (fairly high); R (low)

Statement of ‘the same treatment and equal’ on welfare term towards head of PSTW, staffs, clients’ relatives, and clients shows 93.2 percent (the answer is very high, high, and fairly high), while others answer low as 6.6 percent.

Statement in questionnaire ‘the same treatment and equal’ in committee, honorarium distribution depicts 93.2 percent (the answer is very high, high, and fairly high), whilst 6.6 percent respondent provide answer ‘low’. In fact, ‘the same treatment and equal’ in sanction imposition reaches 86.5 percent (the answer is very high, high, and fairly high), at the same time only 13.3 percent do answer low. Average to five items questions/statements is 94.58 percent.

Legal certainty in this nursing home, for example ‘the same treatment and equal’, has well established toward functional officials of social worker, staffs, and clients. The funds we receive from the government have adhered in DIPA and details of use within RKAKL. The use of funding is clearly stated for personnel expenditure, physical development, as well as for other capital expenditure. The funding of PSTW comes from the government that is the Ministry of Social Affair. Budget post has been detailed and orderly, purposed to fund the service and social rehabilitation for elderly in PSTW “Gau Mabaji” Gowa, and for one year running.

4.3. Transparency

Table 3 portrays that 93.2 percent of respondents' perceived positive transparency (the answer is very high, high, fairly high) as well as the institution discloses all sources of funding such as funds from DIPA which is described in RKAKL. In contrast, there is a 6.6 percent respondent who viewed transparency still in low level.

Table. 3 Transparency (N=15)

Questions/Statements	Answer (f and %)			
	ST	T	CT	R
How is PSTW's 'transparency' in presenting financial resources, for example funding for rehabilitation, sponsorship?	4 26,6	7 46,6	1 6,6	1 6,6
How is PSTW's 'transparency' to use sources of funds	5 33,3	6 40	3 20	1 6,6
How is the independence to acquire information from PSTW?	10 66,6	5 33,3	0 0	0 0
How is the use a variety of media information, such as leaflets, bulletin boards, regular meetings, through a ceremony Monday?	11 73,3	1 6,6	3 20	0 0
How is the use of information through computerized media, bulletin?	0 0	2 13,3	3 20	10 66,6

The PSTW has high level of transparency in using sources of funding with 93.3 percent (the answer is very high, high, and fairly high), meanwhile there is 6.6 percent with low answer. Freedom to acquire information from institution is 100 percent (the answer is very high, high, and fairly high).

Information acquired from variety media such as notice board, routine meeting, conference, and Monday ceremony suggests 100 percent (the answer is very high, high, and fairly high). The percentage of computerized media, bulletin, and leaflet shows 33.3 percent (the answer is very high, high, and fairly high), whereas 6.6 percent suggests lower response. The average of five questions or statements about transparency is 83.96 percent.

The funding from APBN in the form of DIPA and its operationalisation in RKAKL is typically disbursed within a period of month. The next disbursed is conducted when the treasurer has been held accountable, with complete physical evidence such as receipts for purchases of goods from store. Likewise the institution is required to create the balance of budget expenses every month with the aim to find out budget absorption which has been implemented.

Suspicious, defamation, incompact among staffs within both public and private institution, is resulted from lack of transparency. It can be minimized through staffs' direct involvement on any activities that related with source of funding and the funding expenses.

In addition to the term of written transparency, the institution also creates another form of transparency namely funding that received from DIPA is typically passed a meeting prior activities execution. Moreover, the chief of social rehabilitation section periodically asks activities reports, and financial accountability to be reported to the head of PSTW.

The appearance of transparency in PSTW "Gau Mabaji" Gowa is presented on notice board of social rehabilitation and service provision which depict service delivery schedule, prerequisite of accessing service that accessible for everyone who needs the service. The head of PSTW, structural officials, functional officials' social worker, clients/clients, promotes transparency on funding. Furthermore, they also encourage transparency on PSTW's weakness and progress within a month, quarter, semester and annual period through evaluation meeting on social rehabilitation and service provision. The rationality of transparency enthusiasm emerges as it is driven by the intensivity of monitoring and evaluation, conducted routinely by the inspectorate general of the ministry of social affair, audit board of the republic of Indonesia.

4.4. Responsivity

The findings on responsivity is portrayed on table 4, shows that 100 percent (the answer is very high, high, and fairly high), responsivity of the head of PSTW (wise, fair, and rational), towards planning effort for PSTW progress. Responsivity the head of PSTW and functional officials of social worker in implementing PSTW's program reaches 100 percent (the answer is very high, high, and fairly high). Responsivity the head of PSTW and functional officials of social worker in evaluating PSTW's program also gains 100 percent. Rapidity and accuracy the head of PSTW and functional officials of social worker in responding suggestion and criticism from others portrays 100 percent. The average of five items of questions or statements about sensivity is about 100 percent.

Table 4. Responsivity Participation (N=15)

Questions/Statements	Answer (f and %)			
	ST	T	CT	R
How is responsivity (wise, fair, rational) the head of PSTW toward planning effort of PSTW's progress?	6 40	8 53,3	1 66,6	0 0
How is responsivity the head of PSTW and functional officials of social worker in performing PSTW's program?	6 40	9 60	0 0	0 0
How is responsivity the head of PSTW and functional officials of social worker in evaluating PSTW's program?	5 33,3	10 66,6	0 0	0 0
How is rapidity and accuracy the head of PSTW and functional officials of social worker in responding suggestion and critic from others?	13 86,6	0 0	2 13,3	0 0

Source: Questionnaire result number 15, 16, 17, 18

Information : ST (very high); T (high); CT (fairly high); R (low)

In PSTW "Gau Mabaji" Gowa, as one of pilot of social rehabilitation and elderly service provision within the Ministry of Social Affair, the implementation 'culture program and nation's character' is applied through three approaches, namely service provision and social rehabilitation process approach, self development approach and cultural social institution approach. In the short term practice, this institution develops five characters such as discipline, honest, humble, love environments, and religious. In the relation with responsivity and cultural program and nation character, this institution also implements '5 S' that are 'Salam' (shake hand), Sapa (greeting), 'Senyum' (smile), 'Sopan' (courteous), 'Santun' (polite). Once a month in the second week, this institution also performs regular social gathering of staff's spouse 'dharma wanita', and staffs. It has purpose to improve social cohesiveness among staffs and their family and as a place to convey information toward staffs' family, a place to express suggestion and criticism, and finally as place to solve any issues that are not suppose occurred.

The Responsivity of functional officials of social worker, staffs, clients' relatives, and clients, under principals that clients or elderly are perceived as family, even as a parents. They serve clients with sincere and quick response when unexpected event occur such as clients ill, clients passed away, and others.

Another thing that related with institution's responsiveness is to socialize that the head of institution is a leader on working hours and as a friend on off working hours. Clients who live in institution perceived as family and even as our own parents.

4.5. Effectiveness and Efficiency

Table 5 presents 100 percent (the answer is very effective, effective, and fairly efective) of effectiveness and efficiency on institution budget spending. Effectiveness and efficiency on infrastructure and facility use shows 100 percent (the answer is very effective, effective, and fairly efective). Aproximately 93.2 percent (the answer is very effective, effective, and fairly efective), effectiveness and efficiency on use of media and social rehabilitation services,

tools skills counseling, books and libraries. While there is only 6.6 percent ineffective answer.

Effectiveness-efficiency of achieving results and guidance services to clients, and institution care achievements reached 93.3 percent (the answer is very effective, effective, and less effective), while only 6.6 percent of the answers are not effective. Average four questions or statements about effectiveness-efficiency are 96.6 percent.

Table 5. Effectiveness-Efficiency (N=15)

Questions/Statements	Answer (f and %)			
	SE	E	CE	TE
How do you think about effectiveness-efficiency on budget spending in this PSTW?	3 20	9 60	3 20	0 0
How do you think about effectiveness-efficiency of use of infrastructure and facility in this PSTW?	2 13,3	8 53,3	5 33,3	0 0
How is your opinion about effectiveness-efficiency of use of service media and social rehabilitation equipment skills, books skill / library in this PSTW?	4 26,6	6 40	4 26,6	1 6,6
How is your opinion about effectiveness of efforts to achieve efficient service and good rehabilitation and maximum, as well as the achievement of rehabilitation services and the best in this PSTW?	5 33,3	8 53,3	1 6,6	1 6,6

Source: Processed results of the questionnaire 19, 20, 21, 22

Information: SE (Very Effective), E (Effective), CE (fairly effective), TE (ineffective)

Principals of effectiveness-efficiency have been pioneered since the beginning. As a result, PSTW which initially difficult to get a client candidate, but now with the funds and infrastructure better, then the client candidate already queuing up to enter PSTW, to apply a waiting list because of the limited capacity of the institution. Effectiveness-efficiency in the application of PSTW adhered to the principle of togetherness.

Social services and rehabilitation at the PSTW "Gau Mabaji" Gowa done in several steps periods of service, among others; served for a lifetime, taken back by family / relatives, and there are referrals to other elderly service agencies. But, mostly served until termination or died in the nursing home.

4.6. Accountability

Accountability of public service of social field at PSTW "Gau Mabaji" Gowa based on search within this study can be seen on table 6, reveals about 100 percent institution accountability, both oral and written toward all interested parties (the answer is very high, high, and fairly high). Institution accountability annually also shows 100 percent.

Accountability (refers to a report that can be accounted) in the procurement of goods, equipment, mobiler owned institution, and any activities show 93.3 percent (the answer is very high, high and fairly high). While only 6.6 percent who answer low. Accountability of institution on archive completeness, table 4.6 presents 100 percent. Average of four questions or statements of accountability is 99.4 percent.

Table 6 . Accountability (N=15)

Questions/Statements	Answer (f and %)			
	ST	T	CT	R
How do you think about PSTW's accountability both oral and written toward interested parties?	12 80	3 20	0 0	0 0
How do you think of making a written annual report of PSTW?	13 86,6	1 6,6	1 6,6	0 0
How do you think about accountability (refers to a report that can be accounted) in the procurement of goods, equipment, mobiler owned institution, and any activities?	2 13,3	9 60	3 20	1 6,6
	6	8	1	0

How do you think about accountability of institution on archive completeness?	40	53,3	6,6	0
Information: ST (very high); T (high); CT (fairly high); R (low)				

Therefore, PSTW “Gau Mabaji” Gowa with autonomy and its application of idiographic approach, making this institution more creative and flexible in the implementation of services in increasingly accountable institutions.

Interview results with the head of PSTW and several functional officials of social worker, stated accountability at institution is ‘high, moreover very high’. It occurred because each month, quarterly, semester, and even annual periodically prepared and reported financial accomplishment to main office. In addition, financial responsibility revenue and expenditure as well as money expenses must be evidenced by a receipt from the store, and the proof of taxes payment (if expenditure mandatory incurred tax). (Informan S, from PSTW “Gau Mabaji” Gowa added that if this could not be proved then the penalty is very tough, which is claims for compensation (TGR). (Interview result of 6 March 2015).

Other data shows that in PSTW is required the availability of notice board of service scheduling, requirements to access PSTW’s service, and the complaint box, which is strategically placed so as it can be read by the parties concerned. This is the overall coloring the service at PSTW, then further it is strengthened with the implementation of the Act No.13 of 1998 on the implementation of social service and welfare for elderly, and service should be carried out free at PSTW “Gau Mabaji” Gowa.

5. Conclusion and Recommendation

Overview of service provision and social rehabilitation at PSTW “Gau Mabaji” Gowa with the characteristic of transparency, accountability, responsivity, law enforcement, effectiveness-efficiency, and participation as characteristic of good governance and quality at PSTW “Gau Mabaji” Gowa had “very high” domination. “Low” domination is clients’ relatives and community’s participation on good, material, and money contribution. In contrast, participation on mind and manpower has “very high” domination. The low participation level of the community in the form of material good, material, and money is due community’s understanding of free service provision and social rehabilitation at institution are uneven and not uniform. Quality public service of social field that visible at PSTW “Gau Mabaji” Gowa, of the five indicators of tangible, reliability, responsiveness, assurance (certainty), and empathy. Three indicators namely, reliability, responsiveness, and empathy dominated service provision and social rehabilitation in good governance and quality. Meanwhile, tangible and assurance (certainty), has dominance of the category ‘fairly high’.

Therefore, the specific characteristics of transparency, accountability, responsiveness, law enforcement, effectiveness-efficiency, and participation as a characteristic of good governance and quality, as the dominant characteristic in this study, would be maintained, as the condition now has been reached, and need further developed better again.

Staffs’ performance in service provision and social rehabilitation in order to obtain institution goals, conducted by staffs, should be given proper rewards by the government. The characteristic of participation in the form of good and materials needs to be disseminated on the definition or difference between a ‘levy’ and ‘the voluntary contribution’ to the institutions and community. Dissemination toward community about free service provision and social rehabilitation needs to be optimized.

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